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**ROLE OF UNITED STATES SPECIAL OPERATIONS
FORCES IN PEACE OPERATIONS**

BY

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USAWC STRATEGIC RESEARCH PROJECT

A Nation without Special Operations Forces is exactly like a man without eyes, ears or fangs.

ROLE OF UNITED STATES SPECIAL OPERATIONS FORCES IN PEACE OPERATIONS

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ABSTRACT

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The United States Department of Defense during the last five years increased its support and deployments to Peace Operations (POs). This study explores the roles and missions for Special Operations Forces (SOF) from the U.S. Army, Navy, and Air Force. The SRP does not discuss the Marine's Expeditionary Unit, Special Operations Capable (MEU (SOC)). This is because the author does not believe them to be true Special Operations Forces, but conventional/general purpose forces with some specialized training. This paper describes each service's Special Operations Forces; their core missions, capabilities, limitations and command and control headquarters. The focus of this paper is to describe each SOF unit so that the reader will have a clearer understanding of the missions and capabilities of SOF forces as they assist in POs. The level of technical detail and definition of the material in this paper is written for personnel who have some knowledge of U.S. SOF units. Information contained in this paper would be beneficial to members of a joint staff. The research of this paper relied on current doctrinal documents and after action reports from recent "Military Operations Other than War."

THE ROLE OF UNITED STATES SPECIAL OPERATIONS FORCES IN PEACE OPERATIONS

INTRODUCTION

This paper is written as a thought piece concerning the role Special Operations Forces (SOF) in Peace Operations (POs). The Department of Defense increased its participation in POs during the past five years. This is a direct reflection of the Commander-in-Chief and the nation's commitment to peace and stability in the world. SOF units and personnel support a very important role in POs. However, conventional/general purpose force commanders and their staffs do not use SOF to their true potential. I believe this is because they do not fully understand the capabilities of SOF. This paper describes each service's Special Operations Forces; their core missions, capabilities, limitations, and command and control headquarters. The focus of this paper is to describe each SOF unit such that the reader might have a clearer understanding of the missions, capabilities and limitations of SOF forces. While the author does not describe the technical differences between Peacekeeping Operations (PKO) and Peace Enforcement Operations, the intent of this paper is to describe SOF utilization in a Peacekeeping Operations. The level of technical detail and definition of the material in this paper is written for personnel who have some knowledge of U.S. SOF units.

CHAPTER I

PEACE OPERATIONS SUPPORTS THE NATIONAL MILITARY STRATEGY AND THE NATIONAL SECURITY OBJECTIVES

The Clinton Administration recently stated, "Properly constituted, peace operations can be one useful tool to advance American national interests and pursue our national security objectives."¹ The United States of America is committed to promoting peace and stability in the world. This nation strives to use the four pillars of national power (political, information, military, and economic) to influence our friends and enemies. Our intent is to use our friends and enemies for the express purposes of helping in accomplishing our goals and desires to promote peace and stability.

If our national objective is to, "promote stability in the world and thwart aggression,"² then our military strategy must focus on and contribute to the political reality of the three U.S. national objectives (enhance our security, promote prosperity at home and promote democracy abroad). The components of our National Military Strategy are Peacetime Engagement, Deterrence and Conflict Prevention, and Fighting and Winning our nation's wars.³ These components of the military strategy fully support the Clinton administration's goals of enhancing our security, promoting prosperity at home, and promoting democracy.

Where do Peace Operations fit into our National Military Strategy? Peace

¹Department of the Army, Peace Operations, Army Field Manual 100-23 (Washington: U.S. Department of the Army, 30 December 1994), iv.

²Joint Chiefs of Staff, National Military Strategy, (Washington: Joint Chiefs of Staff, 1995), i.

³Ibid.

Operations normally occur in the first two strategies, which is Peacetime Engagement, and Deterrence and Conflict Prevention. Peacetime Engagement includes such military options as: Military-to-Military Contact, Nation Assistance, Security Assistance, Humanitarian Operations, Counterdrug and Counterterrorism, and Peacekeeping. Deterrence and Conflict Prevention includes such military operations as: Nuclear Deterrence, Regional Alliances, Crisis Response, Arms Control, Confidence-Building Measures, Noncombatant Evacuation Operations, Sanctions Enforcement and Peace Enforcement.

WHAT ARE PEACE OPERATIONS?

"Peace Operations" is a broad multifaceted term. Army Field Manual 100-23 describes Peace Operations as, "an umbrella term that encompasses three activities: activities with a predominantly diplomatic lead (preventive diplomacy, peacemaking, peace building) and two complementary, predominantly military activities (peacekeeping and peace-enforcement)."⁴ Joint Pub 3-07 describes a Peacekeeping Operation as, "military operation undertaken with the consent of all major parties to a dispute, designed to monitor and facilitate implementation of an agreement (cease fire, truce, or other agreements) and support diplomatic efforts to reach a long-term political settlement."⁵ A final definition is that of Peace Enforcement - "Application of military

⁴Ibid., 111.

⁵The Joint Chiefs of Staff, "Military Operations Other Than War, Joint Publication 3-07 (Washington: The Joint Chiefs of Staff, Final Draft undated), III-12.

force, or the threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order."⁶

THE ENVIRONMENT OF PEACE OPERATIONS

Peace Operations occur in the dynamic environment of uncertainty, and undefined danger to U.S. troops. Additionally, Peace Operations place the individual soldier closer to impacting upon "National Policy." This linkage of policy and a soldier's action or inaction has a more significant role in the success of peace operations than perhaps any other conventional type of operation. The published comments of a serving brigade commander in the 1st Armored Division in Bosnia recently proved this linkage. These comments were at odds with the President's objectives and national policy. The colonel's comments could have easily damaged U.S. and NATO's efforts to be a neutral partner with the three parties of the Dayton Agreement.

U.S. units and commanders deployed in peace operations are involved in militarily, politically and culturally sensitive missions. The mission of monitoring and facilitating peace between belligerent parties, with and without the belligerent's consent, is not just a pure military operation. It is much more. Military operations and activities are often coordinated with other organizations such as the United Nations,

⁶Department of the Army, Peace Operations, Army Field Manual 100-23 (Washington: U.S. Department of the Army, 30 December 1994), 111.

coalition forces, Governmental Organizations (GO), host nation government organizations and agencies, Private Voluntary Organizations (PVO), and Non-Governmental Organizations (NGO). In peace operations there is no one correct answer or course of action. I say this because POs have an inestimable number of relationships and positions of the many political, cultural and ethnic situations. Each of these relationships confronts the military commander and the civilian diplomats. Because of the complex environment of POs, commanders must concentrate their efforts with satisfying four important "keys to success." These keys are: (1) communicating effectively and clearly, (2) gathering information (intelligence), (3) gaining and developing the trust of all parties concerned, and (4) executing the mission. SOF units can help achieve these "keys to success" for Peace Operations.

THE THEATER COMMANDER-IN-CHIEF (CINC) REQUIRES FORCES THAT POSSESS UNIQUE SKILLS AND VERSATILITY

United States Special Operations Forces (SOF) consist of forces from three of the four services, the Army, the Navy and the Air Force. Each service provides versatile forces that bring unique talents and skills to POs. These forces have a significant role to perform in Peace Operations. They support the military strategies of Peacetime Engagement, and Deterrence and Conflict Prevention. They provide the Commander-in-Chief (CINC) with versatility and unique skills that are not found in the general purpose forces of the Army, the Navy, or Air Force. SOF provides a variety of military options for the NCA and the regional CINC. "In defense of our Nation and in the quest for world peace, Special Operations Forces (SOF) offer the National

Command Authorities a variety of options to respond swiftly to political, military, or humanitarian crises and defuse, ameliorate, or resolve problems before they escalate. They are technically rigorous, globally focused, and regionally-oriented, making them invaluable in dealing with military and civilian populations around the world. Their flexibility and versatility enable them to deploy rapidly, yet function effectively. Because of these qualities, SOF has been chosen time and again as a convincing instrument of U.S. foreign policy."⁷ SOF units are small, versatile and quickly deployable and can be "the first one's in" to a situation that requires an immediate response. Their language skills and ability to conduct an Area Assessment make them extremely valuable to the CINC. "SOF's flexibility, versatility, and unique military and cross-cultural skills enable them to function effectively either alone or as part of a larger force. Their singular capabilities maximize strategic advantage while minimizing risk."⁸ SOF elements are normally more emotionally mature than the conventional/general purpose forces. Because of this they normally use intellectual and negotiating skills to solve a crisis rather than resorting to physically escalating the situation. "Although a superior military force, SOF need not use military force in many missions. Language skills, cross-cultural training, regional orientation, and an understanding of the political context of their operating arenas make them unparalleled in the U.S. military. They are effective force multipliers. The use of SOF teams

⁷H. Allen Homes and Wayne A. Downing, United States Special Operations Forces Posture Statement, Fiscal Year 1994, Posture Statement. (Tampa: U.S. Special Operations Command, 1994), i

⁸*ibid.*, 1.

tailored to the mission allows them to train larger units while only using a small number of SOF. This minimizes U.S. presence. "Their skills enable them to work effectively with civilian populations as well as with other military forces to influence situations favorably toward U.S. national interests. This ability to apply discrete leverage (language knowledge, cultural skills, etc.) is one of SOF's most important contributions to our national military strategy. SOF provides the CINC with additional options to a solution, not just a military solution. Our nation's need for SOF is greater than ever. They are versatile forces for volatile times."⁹ SOF personnel can operate across the entire operational continuum with equal effectiveness. The correct and timely utilization of SOF beginning with peacetime engagement and prehostility operations, and ranging through conflict, war and post conflict operations can enhance the accomplishment of tactical, operational and strategic objectives.

CHAPTER II

U.S. ARMY SPECIAL OPERATION FORCES

U.S. Army Special Operations Forces (ARSOF) is a force that comprises five different and distinct types of organizations, capabilities and missions. ARSOF includes U.S. Army Special Forces, Civil Affairs, Psychological Operations, Rangers and Special Operations Aviation. Their missions are to conduct special operations and/or to provide support for special operations. As described in Joint Pub 3-05,

⁹ibid., 13.

"Special Operations (SO) are actions conducted by specially organized, trained, and equipped military and paramilitary forces to achieve military, political, economic, or psychological objectives by unconventional military means in hostile, denied, or politically sensitive areas. These operations are conducted during peacetime competition, conflict and war, independently or in coordination with operations of conventional, non-special operations forces."¹⁰ ARSOF units provide unique skills and capabilities to POs.

SPECIAL FORCES

General Missions. Special Forces (SF) soldiers are language trained, and culturally-attuned. They are regionally-oriented to a specific area and theater of the world. SF soldiers conduct such missions as Unconventional Warfare, Foreign Internal Defense, Direct Action, Special Reconnaissance, Counter-terrorism, Counter Proliferation (IAW new mission directive of the SecDef) and other collateral activities such as Combat Search and Rescue, and Humanitarian Assistance.¹¹ SF operational teams can conduct independent operations in a variety of climates and environments.

What capabilities and skills do SF soldiers provide in answering the "keys to success" for Peace Operations: (1) communicating effectively and clearly, (2) gathering information, (3) developing the trust of all parties concerned, and (4)

¹⁰Joint Chiefs of Staff, Doctrine for Joint Special Operations, Joint Pub 3-05 (Washington: Joint Chiefs of Staff, 28 October 1992), GL-20.

¹¹Ibid, 3-1.

executing the mission?

Special Forces soldiers' ability to speak the local language allows them to live more closely with and to conduct operations with the coalition partners and belligerent parties. Their living with and sharing the same hardships fosters a trust of SF by the other parties. This ability was demonstrated in northern Iraq during Operation PROVIDE COMFORT. The SF teams shared the dangers, ate, worked, and slept with the Kurds, winning their friendship and respect. Speaking the local language, they shared their technical skills and provided an improved quality of life until the Kurds could return home. "Trained to drop behind enemy lines and gather intelligence or launch commando attacks as they did during Desert Storm, SF teams also have a lesser known humanitarian assistance mission. Early in the relief effort, "A" teams were dropped into the refugee camps to find out what the Kurds needed most. The SF soldiers also helped bring order to the camps. As soon as they landed in Cukurca the team sought out Kurdish tribal leaders, recognizable by the double wrap of their turbans."¹² Additionally their understanding of the culture and the political environment allowed them to negotiate more effectively with coalition forces and other (belligerent) parties.

SF elements provide much needed "human information" or human intelligence (HUMINT) for the force commander. In peace operations, a commander must know and understand all the involved parties. A commander must have adequate

¹²Donna Miles, "Helping the Kurds: The Biggest International Military Relief Effort Since the Berlin Airlift is Restoring Hope Among Saddam Hussein's Latest Victims." Soldiers 46 (July 1991): 17.

intelligence to accomplish this. HUMINT is critical in developing a complete intelligence picture. SF soldiers, while they are working with the various parties and the coalition forces, gather information concerning what events are taking place, what attitudes are developing, what thoughts are being expressed, and what plans are being made. Sun Tzu stated, "Know the enemy and know yourself; in a hundred battles you will never be in peril."¹³ Lieutenant General Daniel R. Schroder commander of Operation SUPPORT HOPE, the relief operation in Rwanda said in his After Action Review, "Having the correct information not only permitted U.S. military operations to be more effective, it became one of the vital benefits we could bring to the UN and NGO agencies in the field."¹⁴ SF provides this information for the commander.

SF units and personnel, besides being part of the coalition forces and other parties, must work with conventional U.S. (e.g., infantry, armor, military police) forces. The attachment of a few SF personnel to each conventional battalion and/or brigade can provide a training and an advisory capability that does not exist within the conventional unit's structure. Doctrinally SF soldiers are not normally found below division HQs. However providing SF personnel to advise the commander on techniques, local customs and culture, and language can profoundly improve the unit's capability to effectively execute a peace operation mission.

¹³Sun Tzu, The Art of War, trans. Samuel B. Griffith, (New York: Oxford University Press, 1971), 84.

¹⁴LTG Daniel R. Schroder, After Action Review for Operation Support Hope 1994, USEUCOM HQ: 5

Missions in Support of POs. Special Forces personnel and unit can conduct many varied missions, both in support of the SOC and in support of conventional forces. A short description of missions which SF units might conduct in support of Peace Operations follows:

- Conduct Special Reconnaissance (SR) on critical sites such as weapons pools, equipment transload sites. SF Operational Detachments - Alpha (ODA) can conduct reconnaissance of special high value targets or areas. They can infiltrate the target area using a variety of transportation methods. Using SATCOM radios they have instant point-to-point communication with their higher headquarters. Using their tactics and techniques SF soldiers can conduct SR missions to confirm former belligerent positions, activities, equipment, etc.

- Conduct Direct Action (DA) to preempt local attacks. SF ODAs can conduct offensive actions (Direct Action) missions in support of the CINC. DA missions could be conducted to destroy a high value target. An ODA could use direct small arms fire or could conduct a ground laser of a target for guiding "smart bombs" onto the target. A ground laser mission would be conducted when it would be difficult to use an aircraft laser to "paint the target."

- Conduct training and organizing local security forces (Foreign Internal Defense (FID)). SF units can conduct training of selected personnel to train them to conduct military operations. SF soldiers could train members of the belligerent parties in military skills such as patrolling, marksmanship, democracy, leadership, U.S. government, etc. They could also assist U.S. MP units train local police forces. The

training would allow these forces to protect and defend themselves, and preclude the introduction of U.S. conventional forces to maintain the peace.

- Provide Coalition Support Teams (CST) to other nation's forces. SF soldiers can use their language skills and work with other nation's armies. Small numbers of SF soldiers normally work with each battalion size element of other nation's forces. Two benefits come from this: (1) The CINC knows the "ground truth" from the SF. SF units did this exceedingly well with the Arab forces during Desert Shield/Desert Storm. (2) The SF soldiers can help in the development trust and confidence between the armed forces they are with and other military forces.

- Conduct Noncombatant Evacuation Operation (NEO) of U.S. and selected foreign personnel. A NEO could be conducted using helicopters to withdraw noncombatants from a nonsecure area to a secure area or transport them to an airfield for a flight on a fixed-wing aircraft. This type of operation could be conducted when small numbers of friendly noncombatant personnel and/or selected foreign nations are in danger of being attacked or captured. This could be from either a belligerent force or another party.

- Conduct Combat Search and Rescue (CSAR). SF ODAs and SO aviation can work together to rescue downed pilots or other personnel in denied areas. SF ODAs are the basic building block for forming the ground element of the CSAR. The SOC together with the JFACC would coordinate the Combat Air Patrol (CAP) to protect the helicopters and HC-130 refuelers, if required, as they fly to the area of the downed pilot and the egress route.

Limitations. There are limitations on the use and deployment of SF. They normally deploy in teams that have 10 - 12 men. This means that they do not have the capability for extensive offensive firepower. Their planning requirements require greater detail and require more time to prepare. The doctrinal normal planning and preparation time for an SF ODA is 104 hours. This allows the ODA to plan, and rehearse the mission. SF teams consist of senior noncommissioned officers. They should only be employed on targets or missions that are not capable of being performed by conventional units.

CIVIL AFFAIRS

General missions. CA units and personnel are another SOF element available to the PO commander in his quest to find the "keys to success." These soldiers are regionally-oriented and culturally-sensitive. CA units support maneuver and other commanders by providing advice, assistance, and specific functional specialty assistance during the conduct of civil military operations (CMO) to relieve human suffering and minimize the impact of civilians on military operations. They provide limited support to civil administration in friendly territory and in occupied territory to aid in the reestablishment of the constituted government and restoring essential services to the population. Their mission "to support the commander's relationship with civil authorities and civilian populace, promote legitimacy, and enhance military

effectiveness,"¹⁵ fully supports the requirement to communicate effectively, gather information, develop trust, and assist in mission accomplishment.

What capabilities and skills do CA forces provide in answering the "keys to success": (1) communicating effectively and clearly, (2) gathering information, (3) developing the trust of all parties concerned, and (4) executing the mission?

CA forces strive to establish and maintain trust, and influence relations between military forces and civil authorities, both private volunteer organizations (PVO), host nation government organizations and agencies, nongovernment organizations (NGO), and the civilian population. CA forces provide the critical linkage between civilians and their infrastructures, and military operations. They provide the U.S. commander with a tremendous capability to work with and coordinate activities with PVO/NGO and other governmental and international organizations. CA personnel deployed into many Kurdish camps during USCINCEUR Operation PROVIDE COMFORT and assisted SF soldiers in organizing and operating the numerous dislocated civilian (DC) camps. "Two of the biggest challenges (of Operation PROVIDE COMFORT) were nonmilitary in nature; one involved the myriad of civilian relief agencies (NGO/ PVO), while the other the Kurds. Civilians, who were participating in Operation PROVIDE COMFORT had no grasp of NATO or any other military procedure, and were unfamiliar with military operations in general. Some arrived with a developed distaste for military personnel of the "military mind." The SF

¹⁵Department of the Army, Civil Affairs Operations, Army Field Manual 41-10 (Washington: U.S. Department of the Army, 11 January 1993), 1-1

soldiers in the camps had to win over the relief personnel, who believed that soldiers had no role to play in relief operations. This worked out in time and was a tribute to the patience and maturity of those involved."¹⁶ SOF can provide a critical link with the NGOs, PVOs, etc. This link can and will greatly assist the commander in "winning the peace."

CA forces also develop Area Studies and maintain the Civil-Military Operations Estimate to support both conventional/general purpose and SOF committed to Peace Operations. Area Studies provide a multitude of information to the reader/user. Areas addressed in an Area Study generally include: (1) geography, hydrography and climate; (2) political characteristics; (3) economic characteristics; (4) civil population; (5) military and paramilitary forces; (6) resistance organizations; and (7) effects of these subjects and characteristics on courses of action. This information must be available and used by U.S. forces in POs because it provides vital information about the country and its people.

Civil Affairs units are one of two SOF units routinely deployed with conventional forces--the other being PSYOP. CA units work more closely with the conventional/general purpose forces than do SF, Rangers, and SO aviation. In most Peace Operations CA units are attached to conventional/general purpose units. CA units provide support to conventional/general purpose units by two methods. The first method is helping the unit Civil-Military Operations Staff Officer (G5/S5) in the

¹⁶LTC Gordon W. Rudd, "Operation Provide Comfort: A Template for Humanitarian Intervention," Paper presented at the U.S. Army War College's 4th Annual Conference on Strategy. (Carlisle: U.S. Army War College, 1993), 26.

establishment of the unit Civil-Military Operations Center (CMOC) at JTF, corps, division and brigade HQs. The purpose of a CMOC is to synchronize the efforts of both military and nonmilitary agencies (comprising NGO, PVO, and host nation agencies as mentioned previously). It is the nerve center for CMO and coordination with other non-DOD agencies, the population, and host government in areas in which U.S. forces are operating. The importance of the CMOC, and its ability to facilitate the efforts of the G5/S5 in orchestrating the many nonmilitary organizations and agencies participating in the operation cannot be over emphasized. It not only serves the G5/S5 in receiving and processing valuable CMO related data, but also serves as a two-way conduit through which pass requests from participating nonmilitary agencies and reciprocal requests from the military to these same agencies.

Another method of providing CA support to the conventional/general purpose force commander is to attach CA teams to selected units down to and including battalion level. The functions of these teams are to facilitate military operations by working to lessen the impact of the local population on the military operation. Other units, such as military police battalions, the DISCOM and perhaps the aviation brigade, could have CA teams periodically attached to them.

How should conventional/general purpose force commanders plan for CA/CMO support? Planning for CA support should consider: The role of DOD, DOS or other lead agency as peace operations transition between peacekeeping and peace enforcement; the host nation civilian end states that describe the conditions required for transitions; and the process required for a military handoff to civil authorities. A

recent example of this involved the requirement to reestablish electricity and natural gas to Sarajevo before the Serbs and Bosnians would sign a limited treaty.

Missions in Support of POs. Civil Affairs personnel and units are capable of conducting many varied missions, both in support of conventional/general purpose forces, as well as other SOF. A short description of missions which CA units might have to conduct in support of Peace Operations follows:

- Support to conventional/general purpose forces. CA units coordinate military operations with the civilian government. They do this through briefings, perhaps hosted by the Public Affairs Officer (PAO) of the unit. Another method of coordinating is for the CA personnel to escort a military official to meet with the civilian governmental official.

- Coordinate for Host Nation support. CA units conduct an area assessment that locates Host Nation facilities, supplies, and equipment (trucks, bulldozers, etc.) that are available for the military use. After coordinating with the resource provider for use of the particular resource, CA personnel simplify the linkup between the military force contract points of contact, normally the G1/S1 for personnel/labor issues, and the G4/S4 for other logistical issues. Following the linkup, CA personnel monitor the actual support operation to ensure the aims of the military force, as stipulated in the contract, are followed. CA personnel facilitate the contracting process. They are not contracting officers.

- Interpreter/translator support, cultural affairs support to supporting units. All CA personnel are knowledgeable on cultural aspects of the country and/or its ethnic

groups. They will also be knowledgeable on the relationships between the ethnic groups. Many CA personnel will be linguists and can perform the role of interpreters and translators. This skill is of great utility when coordinating with local governmental officials for services and coordinating military operations.

- Assist the local government. CA units, in concert with other organizations, can coordinate for the improvement of living conditions for civilians and assist in turning a chaotic situation to something more normal. They perform this task by providing technical advice and helping the local government. CA units conduct coordination for the repair of destroyed civil infrastructures such as water and sanitation systems, electrical distribution systems, food distribution, schools, etc.

- Populace and Resources control. CA units can effectively work with dislocated civilians and reduce their impact on military operations. They accomplish this by assisting the unit CMO Staff Officer in developing unit plans for DC collection points and then coordinating for movement of these dislocated civilians to other locations, perhaps to a facility operated by a host nation government or nongovernment organization, NGO or PVO. CA personnel assist MP units as they provide security and traffic control for the collection points. They help the G4 locate transportation to move the dislocated civilians. Additionally they conduct coordination for medical support, food and water for these DCs. All of this is coordinated with the local government and the local military commander.

Limitations. Current force structure has about 98% of the Army's CA in the USAR; the USMCR maintains two (2) CA group headquarters. Because there is only

one battalion of CA soldiers in the DOD active component (AC), the availability for CA, in terms of timeliness and adequate size of forces available depends on a Presidential Selective Reserve Call-up (PSRC). The current philosophy of the USCINCSOC is to deploy AC CA personnel initially. They conduct the required situation assessment and assist the theater CMO staff officer in validating and requesting additional CA specialists or generalists. The AC CA units hand-off some CA functions to the reserve component (RC) CA elements as they arrive. USCINCSOC's intent is to have a mixture of AC/RC CA forces supporting every mission. Due to this force structure the active duty CA personnel are classified as "generalists," i.e., they are not functional specialists as defined by current CA doctrine. They do however, have the knowledge required to assess a situation, understand the intent of the commander and 10 Title USC, and request the required specialist to perform additional tasks. The USAR personnel, usually, are classified as "specialists" in their specific areas of CA functions. As currently promulgated in 10 Title USC, PSRC is required to activate and deploy whole USAR CA units. However individuals in a USAR unit can volunteer for a limited period of active duty under authority of a Temporary Tour of Active Duty (TTAD). The USASOC uses this type of individual volunteer program to provide both CA and PSYOP personnel. This is the preferred method of RC augmentation when individual specialists are required but not when providing trained units to the CINC. Call-up under authority of TTAD inherently provides a variety of individuals (based upon their ability to miss work or are unemployed) vice the best trained individual.

PSYCHOLOGICAL OPERATIONS

General missions. Another type of SOF unit that normally has forces attached to the conventional/general purpose force commander is psychological operations (PSYOP), the "voice of peace operations." Psychological Operations personnel are language trained, regionally-oriented, and culturally-attuned. Their mission is to shape and influence the attitudes, emotions and behaviors of foreign audiences. PSYOP personnel develop information campaigns to accomplish the POs objectives through persuasion and truth, rather than through intimidation. PSYOP may be the best offensive tool the commander possesses because it communicates a message to the local population. An offensive tool "is defined as the ability to generate and transmit a message to a specific civilian population or non-U.S. military personnel or unit." PSYOP takes the message to the local population for the PO commander.

What capabilities and skills do PSYOP soldiers provide in answering the "keys to success": (1) communicating effectively and clearly, (2) gathering information, (3) developing the trust of all parties concerned, and (4) executing the mission?

PSYOP is a critical resource because it provides accurate and timely information to the local population that helps prevent rumors and misinformation. The commander must present information so that others understand his mission. The PSYOP campaign is centrally controlled and decentrally executed. It is planned and approved at the national level during prehostility and at CINC level during hostilities, and broadcast at all levels. PSYOP units, with the regional CINC and the National Command Authorities (NCA), develop informational themes and products (leaflets, bill

boards, broadcast tapes, etc.) which represents the national message. PSYOP material is disseminated through loudspeaker broadcasts (portable, vehicle or helicopter mounted), and leaflet distribution (ground, hand, aerial). Information can be disseminated through radio and TV broadcasts if the systems are available. The U.S. commander can influence the population and other parties through PSYOP. "PSYOP can help project a favorable image of an impartial and capable peacekeeping force."¹⁷ PSYOP provides a nonthreatening means of keeping the local population informed with your message. PSYOP will enhance the safety and security of the peacekeeping forces through the explanation of missions, intentions and providing instructions to the local population. This can include the distribution of safety and public information to the local population.

The effects of PSYOP can be felt at every level. The effects come from the proper planning and distribution of PSYOP products in a carefully planned and executed campaign. PSYOP personnel will be at most levels of command and control from the CINC, down to and including maneuver brigades and battalions. Their mission is to conduct psychological operations in support of the commander by broadcasting a centrally approved message at the time and place chosen by the local military commander.

Missions in Support of POs. PSYOP personnel and units provide critical resources to support Peace Operations. The next series of paragraphs contains a

¹⁷The Joint Chiefs of Staff, Joint Tactics, Techniques, and Procedures for Peacekeeping Operations, Joint Publication 3-07.3 (Washington: The Joint Chiefs of Staff, 29 April 1994), VII-7.

short description of missions which might be conducted by PSYOP units in support of POs:

- Information to local population. PSYOP personnel have the capability to use different methods of distributing information to the local population. The method of broadcast could be AM and/or FM radio, TV, newspaper, posters, handbills, and portable loudspeakers. During Operation PROVIDE COMFORT PSYOP personnel operated portable loudspeakers in the Kurdish camps. They broadcast news reports and information from the Kurdish leaders. This method of information kept rumors and misinformation to a low level.

- Safety and information messages. PSYOP personnel develop signs, posters, etc., that warn civilians about minefields, and other hazards. These products can be quickly developed and produced by the PSYOP personnel in theater.

- Provide legitimacy to the PO. PSYOP personnel reinforce the legitimacy of the operation with their PSYOP themes. They can broadcast messages made by the local civilian leaders. This was done prior to the operations in Haiti. President Aristide made speeches that were broadcast by Commando Solo. (Commando Solo is the name of a specially modified C-130 aircraft that has the mission of being an aerial platform for the transmission of PSYOP over radio and/or TV.) The messages told the Haitian people that the U.S. was entering Haiti to return democracy to Haiti.

- Assist CA personnel. PSYOP personnel provide great assistance to the CA personnel. They can provide loudspeakers at refugee collection points. They provide loudspeakers to broadcast instruction to belligerent personnel. They produce signs

and posters that keep the local population informed about areas where assistance may be found, such as food distribution points, medical facilities, etc.

- Coordinate with and assist the PAO. PSYOP personnel must coordinate their messages and themes with the PAO, not for his approval but for his information. This allows the PAO to understand the PSYOP messages the CINC is sending to the local population. The PAO will conduct a command information program that provides this information to the troops. This can be especially valuable when the troops must know and understand the effects of PSYOP on the population.

Limitations. PSYOP themes, campaign plans and PSYOP products are approved at the highest levels of our government (NSC). This requires a longer lead time of providing new themes or products to the using unit. Additionally about 65% of the PSYOP units in the U.S. Army are located in the USAR.

U.S. ARMY AVIATION

General missions. The U.S. Army Special Operations Aviation conduct specialized aviation operations with other SO forces. Their mission is to support SF and Ranger missions in POs. Army SO aircraft perform short and medium-range, night, all-weather infiltration and exfiltration of SOF; conduct resupply in hostile areas; perform selected Combat Search and Rescue (CSAR) missions; and conduct medical evacuation under adverse conditions. They conduct reconnaissance, surveillance and electronic warfare in support of SOF missions. They provide airborne C3 for SOF elements. SO aviation provides aerial firepower and armed escort for SO troop-

carrying helicopters.

SO aviation units are normally tasked through the theater SOC and coordinated with the JFACC. These aviation units primarily operate helicopters designed for night, low-level, low light (no moonlight) penetration of permissive and denied (enemy) airspace. This unit can operate with just Army SOF aircraft or can operate with Air Force SO aircraft.

Missions in Support of POs. SO aviation units can conduct many varied missions in support of other SOF. A short description of missions that might be conducted by SO aviation units in support of Peace Operations follows:

- Conduct infiltration, resupply and exfiltration of SOF teams. SOF aviation provide all-weather, all-terrain capable aircraft for the infiltration and exfiltration of SOF personnel in permissive and denied areas.

- Medical Evacuation. SOF aircraft can conduct MEDAVAC operations under harsh conditions that do not permit the operation of conventionally equipped aircraft. The SO aviation units can conduct this operation in permissive and denied environments. This service is available to general purpose forces, as well as, SOF.

- Combat Search and Rescue (CSAR) operations. SO aviation is capable of transporting SOF ground forces in support of CSAR missions. Their aircraft possess all-weather capability that allows operations in harsh environments, under extreme conditions.

Limitations. SOF aviation requires a secure base from which to operate. They will require external support for fuel, repair parts and Class V, as well as, normal base

operations and logistical support. They do not normally fly during daylight, perform administrative or logistical flights.

RANGERS

General missions. The Rangers are organized, equipped, and trained to conduct rapid, violent combat operations. Rangers are normally held at theater level for mission taskings. Missions in Support of POs. Rangers would not normally be used in a PKO, but could conduct a mission in a peace enforcement operation, such as destruction of a key target or assist in the capture of a key belligerent leader.

Limitations. They deploy in battalion size and require extensive logistical, combat service and combat service support assistance. They are employed for a critical high value, political significance, or one-of-a-kind, time-sensitive target. They recover to a secure area following the mission.

CHAPTER III

U.S. AIR FORCE SPECIAL OPERATION FORCES

General missions. U.S. Air Force Special Operations Forces (AFSOC) is a term that comprises both active and reserve forces; fixed-wing, rotary-wing aircraft; and support personnel. The AFSOC provides both fixed wing- and rotary-wing aircraft for the CINC's operational use in support of SO in theater. Special operations air support can be broken down into six distinct categories: infiltration, resupply,

exfiltration, fire support, PSYOP, and air refueling support.¹⁸ The AFSOC's mission is to conduct SO or provide support to other SOF. To accomplish this mission "AFSOC mission aircraft must be capable of operating in hostile airspace, at low altitudes, under conditions of minimum visibility (darkness or adverse weather) while navigating precisely within narrow time parameters, to arrive at specifically defined drop or landing zones, infiltration or exfiltration points or targets. Additionally some AFSOF aircraft are capable of performing autonomous direct action and reconnaissance and surveillance missions."¹⁹

What capabilities and skills do AFSOC personnel provide in answering the "keys to success": (1) communicating effectively and clearly, (2) gathering information, (3) developing the trust of all parties concerned, and (4) executing the mission?

AFSOF fixed-wing aircraft conduct medium and long range infiltration, exfiltration and resupply of SOF units and personnel. Additionally they conduct aerial refueling of helicopters conducting operations in support of SOF.²⁰ The EC-130 (Commando Solo) can conduct psychological operations and civil affairs broadcast missions on the standard AM and FM radios, HF, TV and military communications band.

Rotary-winged aircraft conduct short and medium range infiltration or

¹⁸United States Special Operations Command. Joint Special Operations Awareness Program (JSOAP) Reference Manual. (Tampa, FL: USSOCOM SOJ5-C, Prepared by Kapos Associates, Inc., 7 April 1994), 2-11.

¹⁹ibid., 2-112.

²⁰ibid., C-14.

exfiltration/recovery of SOF personnel and units. Additionally the MH-60s conduct aerial evacuation of SOF personnel and other personnel, from a denied area or during adverse weather that requires an airframe with its capability to conduct the mission.

AFSOC also has several specialized units that provide support to SOF units from the Army and/or Navy. These units, for administrative command and control, are organized into a unit called Special Tactics Forces. Special Tactics Forces consists of Special Operations Combat Control Teams (SOCCTs), Pararescue Forces, and Special Operations Weather Teams (SOWTs).²¹ These groups are task-organized to form Special Tactics Teams (STTs).

The STTs are trained and equipped to establish and operate drop zones, landing zones, and Forward Arming and Refueling Points (FARPs) in austere and nonpermissive environments. STTs direct and position aircraft, designate targets, assist in attacks and extractions. They provide limited weather observations. They can conduct personnel recovery, coordinate evacuation operations and can conduct selected aircrew duties.²²

AFSOC aircraft normally operate under the command and control of the SOC. However under some circumstances they work for the Joint Force Air Component Commander (JFACC). Mission control and mission tasking is accomplished through the SOC Commander. Missions that can be conducted by the AFSOC in support of POs include aerial gunfire and reconnaissance, infiltration and exfiltration aircraft for

²¹Ibid., C-18.

²²Ibid., 2-14.

use by SOF elements and Psychological broadcast operations.

Missions in Support of POs. The AFSOC is capable of conducting and/or providing support to other SOF units for the conduct of Peace operation missions. A short description of missions that might be conducted by AFSOC units in support of Peace Operations follows:

- Enforcement of Sanctions/Maritime Intercept Operations. This type of operation is supported by AC-130 gunships that provide over head precision fire support, and MH-53s to insert boarding parties on ships that are underway. The commander could order the SOC to provide AC-130s to provide overhead direct fire aerial fire support to SEAL or Army boarding parties inserted on the ships with the MH-53 or MH-60 helicopter. A search of the vessel for material and/or personnel is conducted by the SEALS while the AC-130 is in an overhead orbit.

- Enforcing Exclusion Zones. This operation would be supported by Commando Solo as it broadcasts messages and warning to other parties concerning the exclusion zone. The PSYOP theme of "do not enter the exclusion zone" message could be broadcast over different electronic methods/bands and frequencies. This broadcast would inform inbound aircraft, vehicles and ships that they are approaching an exclusion zone and to either stop or turn around. The AC-130 and CAS aircraft could be in an orbit to provide fire support for vessels or vehicles that cross the exclusion zone line. MH-53s could be on-station with SEALS prepared to board these ships.

- Humanitarian Assistance operations. HC-130 and MC-130 aircraft could

support humanitarian operations. They would conduct initial flights to remote areas and provide pinpoint navigation to other aircraft that would air drop relief supplies. Additionally the helicopters would insert SOF ground forces into the area. The MC-130 aircraft with their all-weather flight capability could conduct air drop or air land rescue of personnel in denied areas or in friendly areas in adverse weather or light levels.

- Recovery Operations. These operations would be supported by AC-130 aircraft and MC-53s as they conduct combat search and rescue over hostile and denied area to recover American or allied air crews or other personnel requiring recovering. The SOC could be the coordinating headquarters for recovery operations for downed aircrews in both denied and permissive areas. The helicopters would conduct the recovery, with the HC-130 providing aerial refueling capability, both during the infil and the exfil route.

- Show of Force Operations. This type of operation could be supported using the AC-130 as a psychological weapon. Additionally the Commando Solo aircraft would broadcast messages and information concerning warnings to the belligerent parties. These aircraft could be over the horizon while the ground commander is announcing his intentions. The ground commander could inform the belligerent party commander that he has aerial artillery overhead. At this time the AC-130 could either fire off a few rounds or fly where the aircraft could be identified by the belligerent party commander. While this is occurring, the PSYOP aircraft could be broadcasting over selected military frequencies instructions for these forces.

- Strikes and Raids. This offensive type of operation would be supported by all the U.S. AFSOC aircraft described above. This support could come in the form of dropping PSYOP material or a 15,000 lb bomb from a MC-130, or the AC-130 conducting precision aerial firepower.

Limitations. The Air Force aircraft require a secure base from which to launch their missions. They require normal maintenance support for their airframes. They require external logistical support from the Air Force, to include Class V, fuel, repair parts, coordination with the JFACC, etc. They do not normally perform mission flights during the hours of daylight and do not conduct administrative or logistical flights in support of conventional forces.

CHAPTER IV

U.S. NAVAL SPECIAL WARFARE FORCES

General missions. The U.S. Navy Special Warfare Forces consist of Sea, Land and Air (SEAL) teams, Special Boat Squadrons (SBS), SEAL Delivery Vehicle teams (SDV), and Strike rescue helicopter units. U.S. Navy SOF units possess the "capabilities to conduct the full spectrum of maritime special operations in virtually all deep water, coastal, and harbor areas, as well as most rivers in the world."²³

What capabilities and skills do SEALS provide in answering the "keys to success": (1) communicating effectively and clearly, (2) gathering information, (3)

²³Ibid., 2-8.

developing the trust of all parties concerned, and (4) executing the mission?

"Naval Special Warfare operations are conducted across the broad spectrum of conflict and include the use of specially trained forces to conduct unconventional warfare, psychological operations, beach and coastal and river reconnaissance and interdiction, mine hunting, combat search and rescue, and certain special tactical intelligence functions in a hostile environment."²⁴ As the naval component to the Theater SOC the Navy's Special Warfare units conduct operations in support of both the SOC and the Fleet Commander. The Naval elements (SEALS, SBS) are routinely assigned to "blue water" battle groups for supporting Navy operations. Their capabilities and missions do not differ from the Naval Special Operations Forces assigned to the Theater SOC.

SEAL teams are organized, trained, and equipped to conduct Direct Action, Unconventional Warfare, Foreign Internal Defense, Special Reconnaissance, and Counter Terrorism primarily in maritime and riverine environments.²⁵ They can destroy facilities in and around harbors such as port facilities, bridges, and sink ships. They can conduct under water infiltration and exfiltration of agents, evaders, and escapees. They can operate in desert, arctic, jungle, urban, riverine or maritime environments.

"The Special Boat Squadrons provide surface mobility for SEALS in the area of operations. Beyond providing support for SEAL operations, the Special Boat Squadrons also conduct coastal and riverine patrols, surveillance, interdiction, and

²⁴Ibid., B4.

²⁵Ibid., B6.

harassment operations."²⁶ In support of Fleet operations they can conduct anti-patrol boat operations in littoral areas. The SBSs possess a variety of boats that vary from the 170-foot Cyclone class Patrol Coastal boat to the Zodiacs Rubber Raiding Craft.

The SEAL Delivery Vehicle Teams provide underwater transportation for SEALs. The mission of an SDV is to deploy from a submarine and provide the SEAL team the capability to approach a target clandestinely, with maximize surprise.

Strike Rescue and NSW Aviation Support is the Navy's newest organization for Combat Search and Rescue (CSAR). The Navy has two squadrons - both of which are reserve units. These squadrons fly the SH-60B and the SH-60F helicopter.

Missions in Support of POs. The Navy Special Warfare units, either operating as a component of the Theater SOC or for the Fleet Commander, can conduct a variety of missions in a Peacekeeping Operation. Each of these described missions has a high probability of being executed by SEALs in support of POs. The next series of paragraphs contains a short description of missions that might be conducted by Naval units in support of POs:

- Enforcement of Sanctions/Maritime Intercept Operations. This mission is conducted by SEAL members inserted by helicopter or high-speed patrol craft. They board ships and conduct searches and/or seizures. This operation is conducted to prevent unauthorized supplies, equipment and/or personnel from either entering or exiting an area or country.

- Enforcing Exclusion Zones. This mission is executed by SEALs and the

²⁶ibid., B9.

Special Boat Squadrons as part of a high-speed intercept mission. They conduct this type of operation in the coastal waters and in the "brown water" and rivers. This mission is conducted to prevent smuggling of personnel, supplies and equipment. Additionally this type mission is conducted to prevent personnel from entering friendly harbors.

- Nation Assistance and Foreign Internal Defense. This type mission is conducted to help a nation build or reenforce a capability to conduct maritime operations. This mission is supported with SEALs and SBS personnel who conduct training of host nation personnel in underwater operations, tactics and techniques. Additionally they could train personnel in the techniques and tactics for riverine and harbor security and smuggler awareness.

- Noncombatant Evacuation Operation (NEO). A NEO could be conducted using high-speed coastal patrol craft to withdraw noncombatants from a non-secure area to a secure area or transport them to another ship within the fleet. In a hostile area the SEALs are inserted by helicopter and the withdrawal of the noncombatants could be by helicopter and/or boat. This type of operation could be conducted when small numbers of friendly noncombatant personnel are in danger from attack or capture. This danger could be from belligerent forces or another party.

- Recovery Operations. Recovery operations are conducted by SEALs, SBSs and the Strike Helicopter units to recover downed aircrew in a hostile, denied area. SEALs are tasked to conduct this type of recovery when the aircraft goes down in the water or finding the aircraft or its crew involves the water for infiltration to the area.

Recovery operations could be conducted to recover parts or pieces of downed aircraft or vehicles. In the past recovery operations involved finding and recovering "black boxes" from downed aircraft, bombs and classified equipment.

- Show of Force Operations. This operation could involve the use of SEALs, and the 170-foot Coastal Patrol Boats in an extended (up to 10 days) mission of patrolling and operations. This operation could be conducted to prove (U.S.) resolve. Rather than sending a larger surface vessel, the CINC could task the SOC to coordinate and move a Coastal Patrol Craft into the area.

- Strikes and Raids. Offensive operations would be conducted with the SEALs and the high-speed infiltration craft. Using the underwater capability of the SEALs to emplace 20 to 50 pound haversacks of explosives the SEALs could make a solid impression on the parties. Raids could be conducted using a variety of high-speed craft to destroy equipment and facilities. Although not part of many POs, limited strike operations capability must be maintained. The SEALs could conduct operations to damage, disable surface vessels, destroy navigation aids such as light houses and radars.

Limitations. The SEALs depend on the Navy to provide surface, and submarine transportation. They require external logistical support from the Navy. They are not normally tasked to conduct missions on the land that are very "far" from the hightide mark. SEALs and SBS personnel are not trained to speak a second language.

CHAPTER V

COMMAND AND CONTROL OF SOF

The United States Special Operations Command provides trained and ready SOF units and personnel, prepared to successfully conduct worldwide SO in peacetime and war, in support of theater combatant commanders, and American ambassadors and their Country Teams. "SOF units assigned to USCINCSOC are based in the continental United States (CONUS). USCINCSOC provides SOF to the theater combatant commanders through assignment or attachment. The gaining theater combatant commander normally exercises authority over these forces through the theater SOC. The theater SOC does not exercise command and control of CA and PSYOP forces when they are attached to general purpose forces (GPF)."²⁷

SOF units that are assigned or attached by the SECDEF to the theater CINC are based outside the continental United States (OCONUS). The theater combatant commander normally exercises COCOM through the theater SOC. The theater SOC is the principal commander through which the theater combatant commanders exercise COCOM or OPCON of SOF within their theaters (minus CA and PSYOP attached to GPFs). The commander of the SOC is normally the permanent theater Joint Force Special Operations Component Commander (JFSOCC). He commands the SOC and is the principal SO advisor in theater. His duties include those of a

²⁷Department of the Army John F. Kennedy Special Warfare Center and School, White Paper, Command and Control, ARSOF XXI, USAJFKSWCS Pub 525-5 (Draft), Fort Bragg, N.C., U.S. Department of the Army, December 1995.) 11.

sub-unified commander (joint SOF) and a functional component commander (SOF component of a joint operation).²⁸

What are the different HQs within SOF and what roles do they perform in a PO?

SPECIAL OPERATIONS FORCES TASK FORCES

There are a variety of SOF task forces, liaison elements, and command and control headquarters which GPFs may come in contact during a PO. Each of these SOF task forces is designed to simplify and functionally align the duties and missions to be performed.

Joint Special Operations Task Force (JSOTF) is developed to meet a specific SO mission or a campaign of limited duration. This organization would have attached SOF units from at least two services. The Theater SOC would deploy different SOF service components from CONUS, organize and task them with SO missions, and employ these SOF units in support of the CINC's PO. The SOC would form a Joint Special Operations Task Force (JSOTF) to execute the varied SO missions. The JSOTF would control the SF, Army and Air Force SO Aviation, SEALs, and CA and PSYOP units working for SOF. The JSOTF can operate under several command relationships. It may be subordinate to the SOC in general support of the theater. It may be placed in direct support of another component commander without change of OPCON or it may be placed under the OPCON of a component commander.

Army Special Operations Task Force (ARSOTF) is normally organized around

²⁸Ibid., 13.

the Special Forces Group. It includes a mix of Army SOF units. The ARSOTF receives slices of PSYOP, and CA when required. The SOC normally exercises OPCON of Army SOF, less the CA and PSYOP attached to the GPF, through the ARSOTF. For SOF units operating within a corps or division area the ARSOTF would conduct the mission infil (coordinated with the corps or division), then give TACON of the SOF unit to the controlling conventional/GPF HQs, and monitor the SOF unit during the duration of its mission. The ARSOTF would coordinate for the resupply and exfil of the SOF units through the SOC, by using SO aviation (could be either Army or Air Force aircraft). For SOF units operating outside a conventional corps or division area, the ARSOF commands and controls the SOF for the SOC. As a side note, conventional/general purpose forces could find themselves OPCON or attached to an ARSOTF during peacekeeping operations when the ARSOTF HQs is the senior Army HQ in the operational area or when the ARSOTF needs a conventional reaction or reinforcement force.

The Special Operations Command and Control Element (SOCCE) is designed to command and control SOF operational elements (less CA and PSYOP) for a conventional HQs during specific missions. The purpose of the SOCCE is to synchronize SO units and missions that are operating within the area of responsibility of a conventional/general purpose force commander. SOCCEs are located at division and corps HQs. There would be a SOCCE at each HQs when SF teams are operating within the division's, or corps' AOR. The SOCCE has command and control of these SOF units for the conventional commander. The SF ODA when TACON to a

division or corps, would be rendering reports to the SOCCE, rather than to the ARSOTF. It is more common for the corps or division commander to have TACON of the ODAs within their AOR, rather than OPCON. This gives him the operational freedom to move the ODA and give them Priority Intelligence Requirements (PIR) to collect. It does not give him the freedom to change the ODA's original mission.

Special Operations Coordination Element (SOCOORD) is a primary part of an Army corps's staff and is not a part of the JFSOCC command structure. They are the principal advisors to the corps commander or Marine Expeditionary Force commander and their staffs concerning SOF integration, capabilities, and limitations. This staff element coordinates SOF mission requirements with the JSOTF and the corps, but does not command the SOF element (SOCCE commands). Additionally, they deconflict SO activities in the corps' AOR.

The Joint Psychological Operations Task Force (JFPOTF) is formed when chartered/appointed by the theater combatant commander through CJCS to USCINCSOC. This TF headquarters would be responsible for in-theater PSYOP planning and execution. Supervision of the JFPOTF remains with the CINC's JTF, coordinated and assisted by the CINC's J3 PSYOP officer. Although some PSYOP forces may be assigned or attached to other component commands, the JFPOTF retains total responsibility for the execution of PSYOP in support of the JTF's campaign plan. The JFPOTF has a command and a staff relationship with the JTF commander.

A Special Operations Liaison Element (SOLE) consists of SO air planners and

other SOF elements. It is the JFSOCC's liaison to the joint force air component commander (JFACC). It ensures SOF air and surface operations are integrated with all joint operations through coordination through the air tasking order (ATO).

The primary purposes of these HQs and the SOF coordination elements are to integrate SOF with other joint forces and operations. "SO will often involve air operations that transit theater airspace control areas and air defense area. SOF operates in areas effected by friendly GPFs' surface and air attacks on enemy targets throughout the area of operation."²⁹ The JTF and the JSOTF must coordinate closely to assist mission execution, preclude fratricide and eliminate duplication of effort, disruption of ongoing operations, or loss of intelligence sources. The end results of the coordination between SOF and the conventional force is an overall unity of effort, coordination of limited resources and maintaining the CINC's campaign plan and tempo for the Peace Operation. These HQs can have a significant impact on providing the "keys to success" to the General Purpose Force commander.

CHAPTER VII

SUMMARY

In summary, Peace Operations can be significantly enhanced through the early deployment and use of SOF units. While SOF is not the ideal unit for every mission, and many missions are not suited for SOF, their unconventional and unique military

²⁹Ibid., 17.

skills provide the commander with cultural knowledge, and language capabilities. Their presence enhances the early development of trust between coalition forces, other parties, and U.S. forces. Their ability to train and advise both U.S. forces and coalition force is a real key to their "value added" in POs. "The successful conduct of POs often depends on the successful cooperation of all parties to the cease-fire and security agreement, the impartiality and objectivity of the peacekeepers, and the support of world opinion."³⁰ The U.S. SOF units can have the same impact on operations through their living with the belligerent parties. They can secure confidence and trust, facilitate the cooperation of forces and positively influence local and world opinion. They can make the difference in conducting a successful peacekeeping operation. The smart conventional commander does not "leave home without his SOF," as SOF provides very significant answers to the "keys to success."

³⁰Ibid., VII-6.

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